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ABSTRACT

The development of human resources is discussed, with its long history in British Columbia noted. In January 1988, a feasibility study was undertaken to investigate establishing an independent center for human resources development (HRD). The six terms of reference for the study were: to determine the degree of interest in and support for a provincial Center for Curriculum and Professional Development; to determine the HRD role including possible programs and curriculum to be fulfilled by the Center; to determine the relationship between the Center and provincial institutes and significant others; to investigate and propose one or more appropriate organizational models for the Center; to identify other potential human resources roles for the Center; and to determine the degree of interest in and support for the activities and structures proposed by the Instructional Development Advisory Committee. Members of a team visited each of 22 campuses for a day, presenting a basic description of HRD programs, asking participants to respond to a questionnaire, and doing small group discussions. Recommendations include: (1) a system initiative should complement, enhance, and supplement the institutional services; (2) there should be a cooperatively governed provincial agency with a unique mandate for HRD for all employee groups; (3) the Center should employ a small staff for core expertise in management and programming but rely on secondments from the field; and (4) the Center should not become another institution with major facilities but remain an office with essential services. It is concluded that HRD is essential in order to continue to provide excellent service to adults in the province. Charts, tables, and maps are included. (SM)

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DEVELOPING OUR HUMAN RESOURCES: A COLLEGE SYSTEM APPROACH

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to the

**League for Innovation
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June 12, 1989

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DEVELOPING OUR HUMAN RESOURCES - A COLLEGE SYSTEM APPROACH

INTRODUCTION

Community Colleges in Canada

Virtually every Canadian who speaks or writes about our community colleges - to national or international audiences - prefaces the remarks by the comment that Canada does not have a community college system - it has several. As most of you know, education in Canada falls within the constitutional jurisdiction of the ten provincial governments (and now, by extension, of two territorial governments) rather than the federal or national government. Thus, in a formal sense, we have 12 community college systems - and the total population of Canada is only in the order of 26 million.

In practice, from the perspective of curriculum and institutional organization, we really have only five patterns of community colleges in Canada. There are those provinces in which the colleges have been established as **alternates** to universities (Ontario, Manitoba, New Brunswick, and PEI); in these provinces, the transfer component of the comprehensive community college does not officially exist, although some students do transfer. The colleges in these provinces are really contemporary vocational, technical, and technological colleges, to borrow terminology from the U.S. At the other extreme, in two provinces - Alberta and British Columbia - the community colleges are indeed comprehensive, including a major emphasis on the transfer function in several institutions; these colleges have the same characteristics as community colleges to the south of Canada. A third pattern is evident in both territories in the Canadian North, in Newfoundland, and is now emerging in Nova Scotia:a comprehensive curriculum, but, considering the priorities of the populations to be served, the transfer function exists but is of relatively minor importance. Quebec, which has and has had its own distinctive culture and traditions, is unique within Canadian community college patterns in that completion of college (CEGEP) is a prerequisite to university admission, in that its technical and technological programs are three rather than the more conventional two years in duration, and

2bornin that the remedial or compensatory role is played by the school rather than the college. The fifth and final pattern is now emerging in Saskatchewan, where a multi campus "institute of applied science and technology" is being developed to complement the traditional role played by colleges in more rural parts of that province; the colleges in Saskatchewan have been "institutions without walls", playing a broker role for a whole variety of educational services normally associated with the community college culture.

Community Colleges in British Columbia

In my province, we follow the second pattern noted earlier; that is, our curriculum and range of services and diversity of student populations would be very familiar to a student of the American community college movement.

Our colleges emerged in the period 1965-75. Since 1975, one more college has been established so that we now have 15 colleges, 1 institute of technology, 3 specialized institutes (art and design, marine training, justice and public safety) and 1 open learning agency which puts considerable emphasis on, but is by no means limited to, distance education. But that is another story. And I remind myself that our total population is less than 3 million.

Critical to my understanding of our community college culture has been an appreciation of the individualism and regionalism in which our system in B.C. was born. First, I point to our historic regional differences; a physical map of our province would illustrate that we have been cut off from one another by mountains and water; it is only in the last 30 years that a good highway system has served to reduce our isolation one from another. When our first colleges were being established, the distinctiveness of regions within our province was reinforced by the governmental decision to authorize the creation of colleges only by plebescite or referendum; there would be colleges only where the people, at local and regional levels, wanted them and were, at least in part, prepared to pay for them. Thirdly, I share the view that there is something about the "west coast" - from California to

the Yukon and Alaska - that tolerates or even encourages individualism, idiosyncrasy, and perhaps even eccentricity. Finally, a resource based economy, a boom and bust mentality, and until recently, a "frontier" culture have encouraged notions of rugged individualism.

System Initiatives in B.C.

I have flagged our tradition of individualism and distinctiveness because this tradition is antithetical to system initiatives. In truth, community colleges operated in B.C. for more than 10 years without any real system emphasis at all, i.e. no system emphasis beyond the cautious and selective sharing of information and, where necessary, piling up on common enemies. My colleague, Leo Perra, will say more about this, and, at least in part, disagree with my perspective.

The fact is that, until 1977-78, there was little sense of system thinking, little encouragement of system initiative. Each institution "did its own thing"; even our Ministry or the equivalent of your State Department of Education did little to encourage system perspectives.

All of these separate and distinct institutions did some very good things. Amongst other things, all of them provided professional development opportunities for faculty. Many of them encouraged senior administrators to continue their own development. A few enlightened ones even thought that the continuing development of support and technical personnel should be funded. Leo Perra will give you more specifics, shortly.

I date the shift to system thinking from 1977 when new legislation was introduced that, in effect, stated that colleges (and institutes) should be viewed not only as separate entities but as individual components of a province-wide "system" of post-secondary education - wherein the whole network or system is more important and has more potential than its separate parts.

Legislation, in my view, does not change behaviour as much as, or as quickly as, people do. And

so, I argue that the 1977 legislation - however influential - was not as important in the shift to "system thinking" as were the initiatives of several college people in the late 1970's.

The first voluntary system initiative taken by the institutions themselves was the inauguration of system-wide institutional evaluation - probably a North American precedent. The second was to promote management development, and Leo will say more about this. Several other system-wide initiatives were taken in the early 1980's. Their details, however, are not important. The points I wish to emphasize are: 1- people within our community college system moved from institutional perspectives to a stronger system orientation; 2- some system initiatives were successful and success seems to breed more success; and 3- there seemed to be developing in our province a new paradigm that stated that we could be better, if we complemented our institutional strengths with system-wide activity, where that complementarity would be more cost effective, more sensible, and unthreatening to the institutional freedom and discretion that so many of us truly cherished.

Concerns about HRD

Let me isolate the last major strand in the web that my colleagues will weave shortly.

Until quite recently, we did not think of our people - or of ourselves - as human resources. We thought of ourselves and our colleagues as people - and as professionals. We believed that one dimension of professionalism is the responsibility to continue to develop.

It is interesting, at least to me, that professional development, for some of us at any rate, has been an institutional "given" since colleges were established. It is even more interesting, again at least to me, that a public call for system-wide professional development was first made at a national level rather than a provincial level. It goes back at least to the early 1980's when our national association, the ACCC, advocated and sought the funding for a nation-wide effort to support the continuing development of professionals within the community college sector. The ACCC initiative was not

directly successful, but it certainly had indirect impact in B.C. and in other parts of Canada.

Conclusion

I have tried to put our system approach to human resource development into historical and geographic perspective. I have also tried to clarify how we moved from institutional perspectives to system sensitivities. I then tried to assure myself that human resource development is, at least in some respects, old wine in new bottles. How we tried to pour a lot of that wine into a single, bigger bottle, for reasons of effectiveness, is what Leo will talk about next. Lloyd will then serve as the vintner, and then we will all be ready for a party, or at least a wine testing session.

Paul Gallagher

September 21, 1989

DEVELOPING OUR HUMAN RESOURCES - A COLLEGE SYSTEM APPROACH

A system approach to developing our human resources has a long history in British Columbia. Prior to the development of the college and institute system, as we know it today, the government had established post secondary vocational schools throughout the province. The instructors in these institutions were largely drawn from business and industry. To prepare them for their instructional roles, the Department of Education (as it was known in those days) supported a "Vocational Instructors Diploma Program." This program covered the rudimentary aspects of teaching adults. The program continues to this day as the Instructors Diploma Program; however, its scope has been broadened to include other institutional instructors.

In many respects, our college system is based on the California comprehensive community college model. The Minister of Education, Donald Brothers and a constituency high school principal, the late A.E. Soles visited California in the early sixties to assess the role being carved out by this new educational partner. They were impressed and the California influence continues to this day.

As noted by Paul, the college and institute system came on stream in the mid-to-late sixties. Much of the energy of the system was devoted to growth and development. A significant difference between the college and institute system and the vocational schools was the appointment of autonomous boards. This model enabled institutions to evolve and meet local needs. The end result was a system of disparate institutions each with its own culture and identity. Eventually, the vocational schools were "melded" with the colleges. This resulted in a system of comprehensive institutions.

A variety of structures evolved to bring some coordination and sharing of resources to the system. The college and institute principals/presidents began meeting on a regular basis five to seven times a year. These meetings provided a forum for the discussion of system issues and the articulation of possible solutions. This grouping became known as the Council of Principals. It operates and functions on an informal and voluntary basis.

The college boards also formed an association of board members. This association, the British Columbia Association of Colleges (BCAC), enjoys its own legislation, and operates and functions more formally than the Council. Participation in the Association, though, voluntary on the part of the colleges and institutes is almost one hundred percent.

The college and institute instructors have established provincial bodies as well. Some vocational instructors continue to function within the Society of Vocational Instructors. This society's primary focus is on the professional development of vocational instructors. Their welfare needs are taken care of through other

unionized bodies. The non-vocational instructors had organized themselves before the "meld" in 1972 into a provincial body called the College Faculty Federation. This organization restructured itself in the mid 70's as the College and Institute Educators Association. Its objects include both professional development and welfare concerns, and the Association now includes faculty from all instructional sectors. It also has voluntary membership on the part of local faculty associations or unions.

All of these groups, and the Ministry of Advanced Education interact with one another. There is closer coordination between the Council and the Ministry and the Council and the BCAC than any other combination of the five. Combined with their institutional leadership roles, it thus became inevitable that the Council of Principals/Presidents would come to play a significant role in human resource development.

Permit me to return to the early years of our system's evolution and briefly outline another perspective. The legislation enabling local college regions was enacted in 1963. By 1972, nine new colleges had been established. This was also the year when the Social Credit government was replaced by the New Democratic government for three and a half years. The new government supported the new college system and rapid growth continued throughout the province. These were also turbulent times for the managers of the institutions and the need for developing their administrative skills became evident. In late 1975, the Social Credit party was returned to power; however, the party had many new faces. The Minister and Deputy Minister of Education were strangers to the role of being in government. Their background as tenured university faculty members, however, did provide them with a keen interest in faculty professional development.

Early in 1976, the Ministry sponsored system wide "Dacum Curriculum Development Workshops" throughout the system. The project officer, D. Morrison came into contact with 450 faculty members in the various institutions. As part of the project, faculty were surveyed to assess their professional development needs. An overwhelming response indicated that instructional skills development was required.

The project followed shortly after the receipt by the Ministry of the report of the "Committee on Faculty Certification and Professional Development." The Committee had been asked by the Deputy Minister to look at three questions:

1. How should post-secondary instructors be qualified in their subject fields?

2. How should post-secondary instructors be qualified as beginning teachers in their subject fields?

3. How should post-secondary instructors maintain and upgrade both competence in their subject areas and in their teaching skills?

The Committee made many recommendations for each of the questions. To be brief, I will summarize the recommendations for each question.

1. Institutions should define the subject qualifications required for each position and appoint individuals competent to fill or meet these requirements.

2. Institutions should be responsible for instructor orientation and preparation and the Department of Education should support budget allocations for this purpose.

3. Resources should be made available to support workshops, seminars, and professional development time.

Early in 1978, and following the work of the Committee, the Council of Principals forwarded a proposal to the then Ministry of Education. The proposal recommended:
...that the Ministry give immediate moral and financial support...for a system-wide program of professional development...;
...that the system recognize at least initially, the unique professional development needs of the various sectors...board members, administrators, faculty, support staff and student leaders...;
...that a professional development program for college board members and administrators be funded...;
...that they Council of Principals/Presidents be charged with establishing a Steering or Advisory Committee to be concerned with program planning and identification, and with sustaining the commitment of the institutions to a continuing program of professional development and institutional renewal.

This proposal led to the establishment of the Management Development Advisory Committee (MDAC), a standing committee of the Council to meet the management development needs of the system. Its membership comprised representatives of the Council, BCAC, the Ministry and senior administrators. It undertook several needs assessment surveys and spawned a variety of management development workshops and seminars. Everything seemed to be developing well until restraint hit the system in 1982.

These three initiatives combined with the creation within the Ministry of a new Program Services Division under the leadership of B. Fraser, led to the development of the "Instructional Skills Workshop - ISW." ISW used a facilitating approach. Instructors were trained to be facilitators to lead in-house ISW sessions, facilitators were trained to be trainers of facilitators, and professional development sessions were maintained to keep everyone current. ISW eventually adopted the SGIF or "Small Group Instructor Feedback model from the University of Washington." The SGIF model uses a facilitator to meet with students and then

provide the feedback received to the instructor. This successful institutionally based model is being implemented in institutions such as Riverside and Santa Rosa community colleges. It is interesting to note that the ISW model developed despite the presence of the IDP "Instructor Diploma Program." This "honourable" schism between our faculty groups continues to this day as do the IDP and ISW programs. These two program activities were the start of system initiatives for faculty development.

As noted earlier, restraint started in 1982 with a vengeance, and significant decreases in funding led to staff reductions throughout the system. Seniority provisions in collective agreements meant that recent appointees were the first to be laid off. Many of the earlier professional development initiatives were allowed to lapse as organizations adopted survival techniques. Even the Instructor Diploma and Instructional Skills Workshop programs were jeopardized in the earliest days of the restraint period.

By the fall of 1984, how to meet professional development and staff renewal needs again became an important concern. The college and institute system had been in place for 20 years and several years of restraint had removed much of the young blood from the institutions. There was an increasing need for the updating and renewal of professional personnel throughout the system. The Council of Principals/Presidents identified professional development as a priority.

In 1985, the Management Development Advisory Committee was energized following a hiatus of two to three years. The MDAC focused its energies on the establishment of a one week residential management development institute for senior and mid-managers. The first institute built on a successful model from Ontario, and called the Pacific Management Development Institute (PMDI), was held in June 1986, and its success has led to annual institutes. The Council is working with the Alberta Presidents to establish a similar institute in that province for 1990.

Although some progress in human resource development was being achieved, the Council reemphasized the need for more professional development initiatives in the fall of 1987. A proposal prepared by Paul was endorsed by the Council. It called for the maintenance of present activities and expansion of opportunities for instructional development. The Council's endorsement of his report led to the establishment of an Instructional Development Advisory Committee (IDAC) in early 1987. One of the first issues of the IDAC focused on the independence or autonomy of instructional development for faculty. This matter was seen as a critical issue by the faculty participants.

The MDAC and IDAC acted independently with communications flowing through a common chairman and Ministry staff person. MDAC focused on the management development institute. Several members of this committee, led by Lloyd, articulated the need for the formalization of an autonomous professional development center. It was a shared belief that a formal structure was essential if a significant level of service was to become a reality.

The IDAC focused on separate and different concerns. It articulated a set of goals and objectives for institutions to consider in the provision of development opportunities for instructional personnel. It suggested the creation of several networks to support exchanges, leaves, secondments and related professional development opportunities. It identified "Writing and Critical Thinking Across the Curriculum" as a priority development need and undertook through the Council a major study on this important area.

In June of 1987 the common chairman presented annual reports from both committees to the Council of Principals/Presidents . The Management Development Advisory Committee recommended the undertaking of a major study to investigate the establishment of an independent center for human resources development. The IDAC requested support for its initiatives and the mandate to pursue its objectives. The Council endorsed both reports in principal. A request for funding the MDAC study was forwarded to the Ministry and was given quick approval. The Council appointed a Feasibility Study Steering Committee which comprised the common chairman, the Ministry's professional development coordinator, and other MDAC and IDAC representatives. This Steering Committee prepared a call for proposals from interested groups. The terms of reference for the feasibility study were as follows:

1. To determine the degree of interest in and support for a Provincial Centre for College and Institute Human Resource Development.

2. To determine the human resources development role(s) including possible programs and curriculum, to be fulfilled by the Center.

3. To determine the relationship between the Centre and provincial institutions and significant others (Ministry of Advanced Education and Job Training, British Columbia Association of Colleges, Council of Principals, College Institute Educators Association, Society of Vocational Instructors, Management Development Advisory Committee and Instructional Development Advisory Committee).

4. To investigate and propose one or more appropriate organizational models for the Centre.

5. To identify other potential human resources development roles for the Centre such as services for international education clients, and other public sector and private sector employers.

6. To determine the degree of interest in and the support for the activities and structures proposed by the Instructional Development Advisory Committee.

Lloyd Morin was awarded the contract to undertake the study. I know he has been waiting a long time to share his experiences with you. Over to you Lloyd...

In June 1988, Lloyd presented the study "Developing the Human Dimension: A System Perspective" to the Council of Principals/Presidents and the BCAC. The presentation came at a bad time for consideration by the Council and significant others in the system. For one reason or another, the college and institute fiscal allocation was a miserly 0.89% and well below the 6-7% allocation for other government ministries. In simple terms, the mood and temperament that day was one of extreme disappointment and frustration. Despite these circumstances, the Council endorsed the recommendation that a task force be created to prepare an implementation or action plan for the Morin Report.

The six member Task Force was comprised of individuals from the Feasibility Study. At the first meeting of the Task Force, it was decided that the "Centre for Curriculum and Professional Development" be assigned the responsibility for implementing the recommendations of the Morin Report. I must take the time to describe this Centre as some of you must be wondering why we would undertake a major study when a Centre for Curriculum and Professional Development existed. Once you have lived in British Columbia a few years, you learn to never ask such questions. Nevertheless, I will attempt to explain, if not rationalize, the circumstances which led to the establishment of the Centre. Our government, not unlike others in the Western world was, and is, interested in reducing the size of its workforce. However, this objective conflicts with the need to provide services and maintain control of the system. To get around this conundrum, the government seconds individuals from different institutions and organizations. By having someone else be the "employer of record" the government achieves the objective of reducing its workforce while maintaining services and control.

Our ministry took seven to eight employees who had responsibility for the delivery of its curriculum and professional development activities and transferred them to another organization. This group of employees have become employees of Camosun College and now work in a new entity called the Centre for Curriculum and Professional Development. The timing of this Centre's evolution during the feasibility study complicated Lloyd's task and served as the "agenda" for a self fulfilling prophecy opinion held by some of our critics. Despite this obvious image problem, the Task Force believed the Centre enjoyed political support (after all it was created by the Ministry) and it made good sense to use an available structure in a period of continued restraint.

To accommodate the strong recommendations of the Morin Report for an independent board having geographical and constituent representatives, the Task Force recommended the establishment of an Human Resources Development Steering Committee. The HRD Steering Committee would be given as much autonomy as could be given any group which had to report to another board such as the Centre's Board. This model soon became the first Achille's heel of the Action Plan.

The second "cause celebre" was contained in the letter of transmittal from the Task Force to the Council. It suggested that human resources development be "a high priority" in the allocation process for the next fiscal year. Unfortunately, such a recommendation conflicted directly with the specific agendas of some institutions.

Although the Action Plan's advocates believed that a majority decision would have resulted had the question been called, it was agreed that the Council's Executive would address the concerns expressed and bring forward a Revised Action Plan for the Council's endorsement. This Revised Action Plan was tabled following continued concern over institutional autonomy issues. The Chairman then established another committee composed of individuals who had not participated in the previous committees dealing with the issue. This committee brought forward recommendations which were not supported by the Council. The previous tabled motion to support the Revised Action Plan was lifted and voted on with a couple of minor amendments. The resolution received the full support of all Council members except for one or two holdouts.

At this time, the Revised Action Plan is being taken forward for implementation. The Centre for Curriculum and Professional Development will be responsible for the implementation of the Morin Report recommendations. A steering committee of geographic and constituent representatives will play a significant role in the direction of the human resources development program for the system.

To participate in the provincial HRD program, institutions will be required to have an institutional human resources development committee with representatives from all constituent groups.

Three types of programs will exist once the action plan is fully implemented. The Centre will initiate certain provincial workshops, seminars or projects. The HRD Steering Committee will approve grants for projects endorsed by an institutional HRD committee. Funds will be allocated on a formula basis for local or institutional activities provided the institutional HRD Committee is in place and a plan for institutional HRD activities has been submitted to the Centre's HRD Steering Committee. The responsibility for other human resources activities will be transferred to the Centre for stewardship. These include the very successful Pacific Management Development Institute, the Instructor Diploma Program and Instructional Skills Workshop Program.

Despite a lot of difficulties encountered in the process there have been some notable accomplishments. Foremost has been the achievement of a high degree of awareness throughout the system about the need for increased professional development. The Ministry has become more supportive of professional development activities. The various committees have increased communications between the various constituent groups in the system. The current provincial or system programs are enjoying unprecedented popularity and participation. We have in place an action plan for the future for enhancing human resources development throughout the system.

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As noted earlier, restraint started in 1982 with a vengeance, and significant decreases in funding led to staff reductions throughout the system. Seniority provisions in collective agreements meant that recent appointees were the first to be laid off. Many of the earlier professional development initiatives were allowed to lapse as organizations adopted survival techniques. Even the Instructor Diploma and Instructional Skills Workshop programs were jeopardized in the earliest days of the restraint period.

By the fall of 1984, how to meet professional development and staff renewal needs again became an important concern. The college and institute system had been in place for 20 years and several years of restraint had removed much of the young blood from the institutions. There was an increasing need for the updating and renewal of professional personnel throughout the system. The Council of Principals/Presidents identified professional development as a priority.

In 1985, the Management Development Advisory Committee was energized following a hiatus of two to three years. The MDAC focused its energies on the establishment of a one week residential management development institute for senior and mid-managers. The first institute built on a successful model from Ontario, and called the Pacific Management Development Institute (PMDI), was held in June 1986, and its success has led to annual institutes. The Council is working with the Alberta Presidents to establish a similar institute in that province for 1990.

Although some progress in human resource development was being achieved, the Council reemphasized the need for more professional development initiatives in the fall of 1987. A proposal prepared by Paul was endorsed by the Council. It called for the maintenance of present activities and expansion of opportunities for instructional development. The Council's endorsement of his report led to the establishment of an Instructional Development Advisory Committee (IDAC) in early 1987. One of the first issues of the IDAC focused on the independence or autonomy of instructional development for faculty. This matter was seen as a critical issue by the faculty participants.

The MDAC and IDAC acted independently with communications flowing through a common chairman and Ministry staff person. MDAC focused on the management development institute. Several members of this committee, led by Lloyd, articulated the need for the formalization of an autonomous professional development center. It was a shared belief that a formal structure was essential if a significant level of service was to become a reality.

The IDAC focused on separate and different concerns. It articulated a set of goals and objectives for institutions to consider in the provision of development opportunities for instructional personnel. It suggested the creation of several networks to support exchanges, leaves, secondments and related professional development opportunities. It identified "Writing and Critical Thinking Across the Curriculum" as a priority development need and undertook through the Council a major study on this important area.

In June of 1987 the common chairman presented annual reports from both committees to the Council of Principals/Presidents . The Management Development Advisory Committee recommended the undertaking of a major study to investigate the establishment of an independent center for human resources development. The IDAC requested support for its initiatives and the mandate to pursue its objectives. The Council endorsed both reports in principal. A request for funding the MDAC study was forwarded to the Ministry and was given quick approval. The Council appointed a Feasibility Study Steering Committee which comprised the common chairman, the Ministry's professional development coordinator, and other MDAC and IDAC representatives. This Steering Committee prepared a call for proposals from interested groups. The terms of reference for the feasibility study were as follows:

1. To determine the degree of interest in and support for a Provincial Centre for College and Institute Human Resource Development.

2. To determine the human resources development role(s) including possible programs and curriculum, to be fulfilled by the Center.

3. To determine the relationship between the Centre and provincial institutions and significant others (Ministry of Advanced Education and Job Training, British Columbia Association of Colleges, Council of Principals, College Institute Educators Association, Society of Vocational Instructors, Management Development Advisory Committee and Instructional Development Advisory Committee).

4. To investigate and propose one or more appropriate organizational models for the Centre.

5. To identify other potential human resources development roles for the Centre such as services for international education clients, and other public sector and private sector employers.

6. To determine the degree of interest in and the support for the activities and structures proposed by the Instructional Development Advisory Committee.

Lloyd Morin was awarded the contract to undertake the study, I know he has been waiting a long time to share his experiences with you. Over to you Lloyd...

In June 1988, Lloyd presented the study "Developing the Human Dimension: A System Perspective" to the Council of Principals/Presidents and the BCAC. The presentation came at a bad time for consideration by the Council and significant others in the system. For one reason or another, the college and institute fiscal allocation was a miserly 0.89% and well below the 6-7% allocation for other government ministries. In simple terms, the mood and temperament that day was one of extreme disappointment and frustration. Despite these circumstances, the Council endorsed the recommendation that a task force be created to prepare an implementation or action plan for the Morin Report.

The six member Task Force was comprised of individuals from the Feasibility Study. At the first meeting of the Task Force, it was decided that the "Centre for Curriculum and Professional Development" be assigned the responsibility for implementing the recommendations of the Morin Report. I must take the time to describe this Centre as some of you must be wondering why we would undertake a major study when a Centre for Curriculum and Professional Development existed. Once you have lived in British Columbia a few years, you learn to never ask such questions. Nevertheless, I will attempt to explain, if not rationalize, the circumstances which led to the establishment of the Centre. Our government, not unlike others in the Western world was, and is, interested in reducing the size of its workforce. However, this objective conflicts with the need to provide services and maintain control of the system. To get around this conundrum, the government seconds individuals from different institutions and organizations. By having someone else be the "employer of record" the government achieves the objective of reducing its workforce while maintaining services and control.

Our ministry took seven to eight employees who had responsibility for the delivery of its curriculum and professional development activities and transferred them to another organization. This group of employees have become employees of Camosun College and now work in a new entity called the Centre for Curriculum and Professional Development. The timing of this Centre's evolution during the feasibility study complicated Lloyd's task and served as the "agenda" for a self fulfilling prophecy opinion held by some of our critics. Despite this obvious image problem, the Task Force believed the Centre enjoyed political support (after all it was created by the Ministry) and it made good sense to use an available structure in a period of continued restraint.

To accommodate the strong recommendations of the Morin Report for an independent board having geographical and constituent representatives, the Task Force recommended the establishment of an Human Resources Development Steering Committee. The HRD Steering Committee would be given as much autonomy as could be given any group which had to report to another board such as the Centre's Board. This model soon became the first Achille's heel of the Action Plan.

The second "cause celebre" was contained in the letter of transmittal from the Task Force to the Council. It suggested that human resources development be "a high priority" in the allocation process for the next fiscal year. Unfortunately, such a recommendation conflicted directly with the specific agendas of some institutions.

Although the Action Plan's advocates believed that a majority decision would have resulted had the question been called, it was agreed that the Council's Executive would address the concerns expressed and bring forward a Revised Action Plan for the Council's endorsement. This Revised Action Plan was tabled following continued concern over institutional autonomy issues. The Chairman then established another committee composed of individuals who had not participated in the previous committees dealing with the issue. This committee brought forward recommendations which were not supported by the Council. The previous tabled motion to support the Revised Action Plan was lifted and voted on with a couple of minor amendments. The resolution received the full support of all Council members except for one or two holdouts.

At this time, the Revised Action Plan is being taken forward for implementation. The Centre for Curriculum and Professional Development will be responsible for the implementation of the Morin Report recommendations. A steering committee of geographic and constituent representatives will play a significant role in the direction of the human resources development program for the system.

To participate in the provincial HRD program, institutions will be required to have an institutional human resources development committee with representatives from all constituent groups.

Three types of programs will exist once the action plan is fully implemented. The Centre will initiate certain provincial workshops, seminars or projects. The HRD Steering Committee will approve grants for projects endorsed by an institutional HRD committee. Funds will be allocated on a formula basis for local or institutional activities provided the institutional HRD Committee is in place and a plan for institutional HRD activities has been submitted to the Centre's HRD Steering Committee. The responsibility for other human resources activities will be transferred to the Centre for stewardship. These include the very successful Pacific Management Development Institute, the Instructor Diploma Program and Instructional Skills Workshop Program.

Despite a lot of difficulties encountered in the process there have been some notable accomplishments. Foremost has been the achievement of a high degree of awareness throughout the system about the need for increased professional development. The Ministry has become more supportive of professional development activities. The various committees have increased communications between the various constituent groups in the system. The current provincial or system programs are enjoying unprecedented popularity and participation. We have in place an action plan for the future for enhancing human resources development throughout the system.

Source Documents:

British Columbia Council of College Principals proposal to Ministry (Gallagher, 1978).

A Description of System-Wide Staff Development Initiatives for British Columbia (Morrison, 1980).

The ISW Program - An Inter-institutional Approach (Morrison, 1985).

The ISW Program at Santa Rosa Junior College (Cheeb, 1986).

ISW Demonstration Project in California (Miller, 1988).

A Proposal for the Establishment of a Human Resource Development Structure for the British Columbia Colleges and Institutes (Perra, 1987).

DEVELOPING OUR HUMAN RESOURCES

1. DEVELOPING THE HUMAN DIMENSION

In January 1988, a feasibility study was undertaken as commissioned by the Council of Presidents (COP). As Paul Gallagher and Leo Perra have indicated, considerable activity had preceded this study, and there was, and is, considerable professional development activity provided within individual collective agreements in colleges, but the COP believed that it was time for a systematic and system-wide discussion of the issue. Because as colleges we claim as our mandate the continuing development of the human resources of the communities we serve, it seemed to make sense that we give particular attention to how well we were ensuring that our own employees were competent, current, and contributing.

The Terms of Reference for study were as follows:

i. To determine the degree of interest in and support for a provincial Centre for college and institute human resource development;

ii. To determine the human resources development role(s) including possible programs and curriculum to be fulfilled by the Centre;

iii. To determine the relationship between the Centre and provincial institutions and significant others (Ministry of Advanced Education and Job Training, B.C. Association of Colleges, Council of Presidents, College-Institute Educators Association, Society of Vocational Instructors, Management Development Advisory Committee, and Instructional Development Advisory Committee;

iv. To investigate and propose one or more appropriate organizational models for the Centre;

v. To identify other potential human resources development roles for the Centre; such as services for international clients, and other public sector and private sector employers;

vi. To determine the degree of interest in and the support for the activities and structures proposed by the Instructional Development Advisory Committee.

We hoped that the procedure for our study would not only produce some information needed for planning, but also would provide an opportunity to focus attention on the issue and provide some impetus for action in the province.

Members of our team visited each of 22 campuses for a day, presenting a basic description of what we meant by a Human Resource Development (HRD) program, asking participants - faculty, administrators, staff, and, where available, Board members, to respond to a questionnaire which we administered on the spot. We then spent the rest of the day in small group discussions on the campus. From 606 responses we were able to develop quite a complete picture of how various groups in each part of the province felt about their HRD opportunities, and how they would like to see these addressed.

2. LENGTH OF SERVICE

We also collected some descriptive statistics regarding our personnel. Sometimes we read that one's professional half-life is about 5 years... so we checked on how long our full time professional staff had been in their present positions.

Two-thirds had been in their current position more than ten years
- this is not to say they had done nothing to upgrade themselves
- but that they had been past their initial professional education or training, or a different professional position by at least ten years. Even in our young system, 1/8th had been in their current position more than 20 years.

It seems appropriate that we should at least ask to what extent these had maintained a program of professional renewal and upgrading.

3. AGE

Neither is AGE, in itself, an indication of obsolescence, but it is of interest that 80% of our professional workforce is over 40 years of age. In recent years there has not been an infusion of new "young bloods" into many of our college departments, so we need to look for other means of stimulating renewal, and introducing new ideas.

The data also tells us that 80% of our professional staff are under 55 years, so that to a significant extent, the faculty and staff we now have will be the complement that will take us into the 21st Century.

Whatever else we provide, we know that our clients are served to the extent that they interact with competent, caring, contributing instructors, administrators and staff.

4. COMPREHENSIVE PERSONNEL PROGRAM

We also acknowledged that if an HRD program is be effective, it must be planned within the context of a comprehensive and enlightened personnel administration policy and practice. A few workshops are not going to compensate for inadequate recruitment, poor performance evaluation, confused position descriptions, arbitrary treatment of personnel, etc...

In some instances it was suggested that the first HRD activity should be a program for administrators and Board members on what constitutes acceptable personnel administration.

HRD is not a "one dose" cure for all personnel ails, but it is an essential component for a program to ensure that we offer our clients the competence they expect and pay for.

5. 3-D MODEL

In our presentations we also tried to define the what, who, when of human resource development, as a basis for asking the question "What should be the role and function of a any system-wide approach?"

1st Dimension

We proposed that the responsibility for development is shared by:

the individual - who is obligated to his student and to his employer to maintain and enhance competence, to justify his continuing function in the organization;

the college - which has a responsibility to its clients, to ensure that they are receiving current, competent service for their investment of dollars and time and effort;

the unions and professional associations - who have a responsibility to maintain the credibility and reputation of their professional group;

the college system, the provincial Ministry and agencies - who present to the legislature and to the taxpayers a system of post secondary education which, it is claimed, is competent to produce a certain quality and level of performance. Since that is achieved through its employees, it is appropriate that the system make provisions for the maintenance of that quality.

2nd dimension

An HRD program comprises learning of new knowledge and skills in four areas. These apply in all jobs at the college:

the CONTENT - the knowledge base of the discipline taught or the job performed;

the DELIVERY - the techniques and strategies for carrying out the instructional, administrative, or staff job;

the CONTEXT - especially the nature and mission of the college and the characteristics of the community and clients served;

the PERSON him/her self - personal renewal.

3rd dimension

HRD is a continuous activity throughout the career of the individual:

INITIAL ENTRY - how well do we ensure the preparedness of new instructors, staff, administrators for their first appointment? and how well do we provide for their orientation?

UPGRADING, RENEWING - throughout their career.

RETRAINING - when they move to a different position, e.g. when faculty move to administrative positions.

SO IF WE RECOGNIZE THAT HRD IS SO COMPREHENSIVE AND INCLUSIVE, WHAT SHOULD BE SYSTEM-WIDE CONCERNS THAT WOULD APPROPRIATELY LEAD TO A SYSTEM-WIDE STRATEGY FOR COLLEGE HUMAN RESOURCE DEVELOPMENT.

In our questionnaire we first tried to determine whether participants could identify areas in which they wished to have access to opportunities for study and growth. Were there some perceived needs to be addressed?

6. MAJOR TOPICS

Although there were some widely divergent preferences, all the participating groups were able to clearly identify areas of study in which they desired increased opportunities for study and development. When these specific topics were aggregated into major categories, it was not surprising that **FACULTY** were primarily concerned with issues of **curriculum, instruction and evaluation**; and that **administrators** were primarily interested in **Management, Leadership and Supervision**...but what was of interest was the frequency with which faculty, staff and administrators all identified the same topics as areas of interest.

This gave us one clue to the answer of one of our Committee's questions: "Could a provincial service address the HRD needs of all groups of employees or should there be a separate initiative for faculty, another for administrators, and another for staff?"

This became a matter of considerable discussion, with some members of the faculty union particularly urging that HRD services and programs for administrators be kept separate from those for faculty. But some urged that opportunity be provided for a joint investigation of issues of common concern.

The survey provided considerable detail regarding areas of interest by employee subgroup and region of the province which will be of interest to programmers, but not pertinent to today's discussion.

7. DESIRED OUTCOMES

We sometimes have made the assumption that only those activities which lead to a credential, degree, or diploma would be of interest to college employees.

In fact, we found that for faculty and administrators, the **earning of credit**, or degrees, or certificates was of very **little concern** - reflecting, no doubt, that our pay scales or promotional patterns are not very directly linked to these in most cases. Some faculty in the **trades areas**, who felt that they were limited because of lack of a degree did express interest in opportunities to professionally upgrade themselves and to have this credited toward some kind of degree equivalence.

Support staff, often expressed their sense of frustration because of lack of opportunity for advancement. Many of them are interested in opportunities to expand their knowledge and skills and to have these acknowledged in credit, as a means of increasing their mobility within the college.

But in all categories, the priority of relevance of HRD experience to their jobs was very prominent...busy people were looking for **practical applications** of their learning to their work.

8. MEANS OF ACCESS

Employees throughout the province want the HRD opportunity to come to them... They prefer workshops in their own institute, or in their own region; but they also value opportunities for exchange with colleagues in other colleges and institutes; and recognize that sometimes it makes sense to get together with colleagues in similar disciplines, or in similar roles from across the province.

Exchanges with business or industry were favoured by some - but some probably feel uneasy about these - and they are not easily arranged.

Those in the most remote areas of the province often commented upon the costs of travel, and made it clear that one contribution that could be made by a system initiative would be to provide some equalization of opportunity.

9. CRITERIA FOR ORGANIZATIONAL MODELS

If some sort of provincial organization or Centre were to be established, what form should it take?

The interviews with personnel across the province produced some criteria which could be applied in evaluating organizational options. These were:

- stability and reliability of service
- consistency in quality of service
- responsiveness and flexibility
- accessibility

In determining what sort of Centre would be appropriate for a provincial HRD service, the following criteria were frequently repeated:

- freedom from domination or control by anyone sector of the system (especially not the Ministry, or the provincial federation of faculty unions)
- representative control of the directions, policies, and priorities
- provision of some expert staff
- opportunity for field input to programming
- involvement of seconded faculty and staff

10. ORGANIZATIONAL MODELS

A number of organizational models for a provincial HRD service agency were discussed, and two alternatives were clearly favoured.

i. Faculty and administration respondents favoured a consortium of colleges, which would employ some key staff to coordinate and provide some leadership for HRD activities for college and institutes.

ii. Almost as many favoured the creation of a separate agency, with its own governing board drawn from representatives of the colleges and college related groups - such as the B.C. Association of Colleges and the Council of Presidents.

Of interest was the desire that any provincial initiative for HRD of college personnel be **kept away from the universities**. There was a belief on the part of many of those responding that the universities did not respond to the college personnel needs, and had little interest in the kinds of activities which were perceived to be of greatest interest and value.

This is surprising in that relationships in B.C. are often very positive between colleges and universities...with cooperation in discipline articulation and student transfer...but college personnel were not prepared to entrust their own professional development to an agency attached to a university.

11. REPORT RECOMMENDATIONS

i. **Because of the priority given by the participants to having HRD opportunities in their own institutions and regions, the first recommendation was that any system initiative complement, enhance and supplement the institutional services**...not supplant these or interfere with them.

Among the services suggested were the distribution of grants for programs that met certain criteria; provision of a network by which HRD programmers could share information, availability of resource persons and special courses, provision of opportunities for those of common disciplines or interests to study together from all colleges (especially the smaller institutions) etc..

ii. The report also recommended the creation of a cooperatively governed provincial **agency with a unique mandate** for HRD for all employee groups.

To administer the institutional support functions; to provide province wide programming where appropriate, to provide a provincial contact and voice for HRD.

iii. The report recommended that the provincial agency be directed by a **Board having representatives from all four geographic regions** of the province, and from all four personnel groups.

iv. That the Centre employ a **small staff** providing the core expertise in management and programming, but rely upon **secondments** from the field, and make use of specialist areas **advisory** committees in setting priorities and developing programs.

(Suggested a "continuing education" model for programming - responsive, client centered..)

v. That the Centre not become another institution with major facilities - but that it be an office, with essential services, and that facilities be rented to suit the location, and the program.

Finally, the report concluded that Paul Gallagher and John Dennison had been correct in their analysis of the need, at least in B.C. It was time for the system to do something visible and substantive, to show that there was a commitment to providing a reliable, quality service for college personnel to use in planning their program of professional development -- taking it beyond the ad hoc and the incidental.

The last paragraph of the report says:

> "THERE is broad consensus among all employee groups that human resource development is essential in order to continue to provide excellent service to adults in the province. The personnel comprising the system will be gratified to see an enhancement of resources and opportunities available for their development. Any mechanism or strategy that brings about that goal will be well supported within the system. Those in leadership positions in the province should seize the initiative to put the required service in place."

DEVELOPING THE HUMAN DIMENSION

- A System Perspective -

June 1988

FEASIBILITY STUDY - TERMS OF REFERENCE

1. **To determine the degree of interest in and support for a Provincial Centre for College and Institute Human Resource Development.**

2. **To determine the human resources development role(s) including possible programs and curriculum, to be fulfilled by the Center.**

3. **To determine the relationship between the Centre and provincial institutions and significant others (Ministry of Advanced Education and Job Training, British Columbia Association of Colleges, Council of Principals, College Institute Educators Association, Society of Vocational Instructors, Management Development Advisory Committee, and Instructional Development Advisory Committee).**

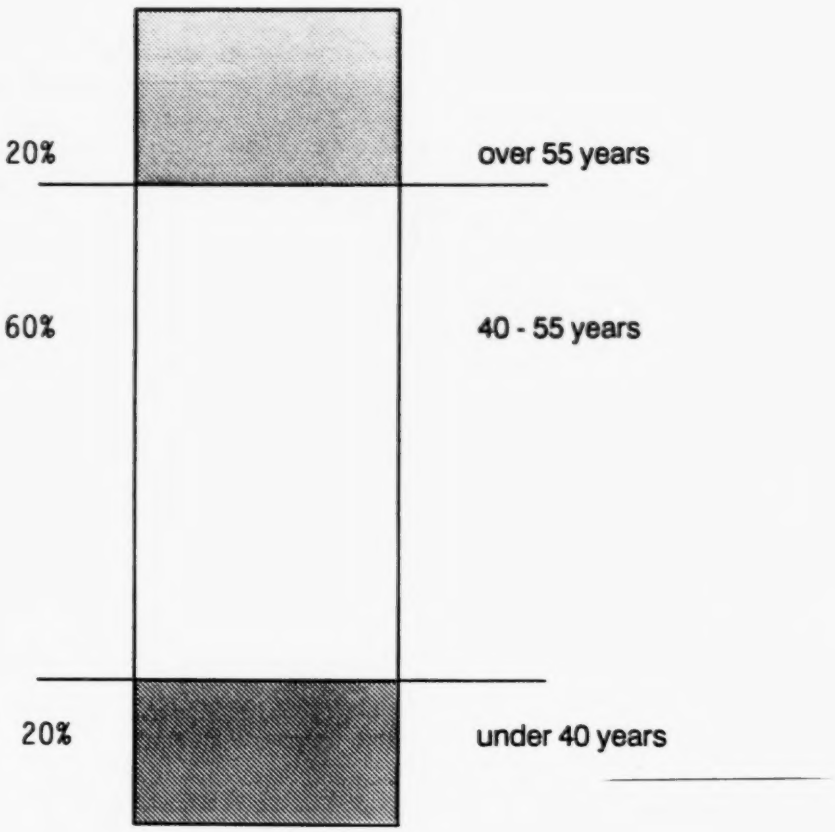
4. **To investigate and propose one or more appropriate organizational models for the Center.**

5. **To identify other potential human resources development roles for the Center such as services for international education clients, and other public sector and private sector employers.**

6. **To determine the degree of interest in and the support for the activities and structures proposed by the Instructional Development Advisory Committee.**

B.C. COLLEGE and INSTITUTE SYSTEM
approximately 3,000 professional staff

AGE

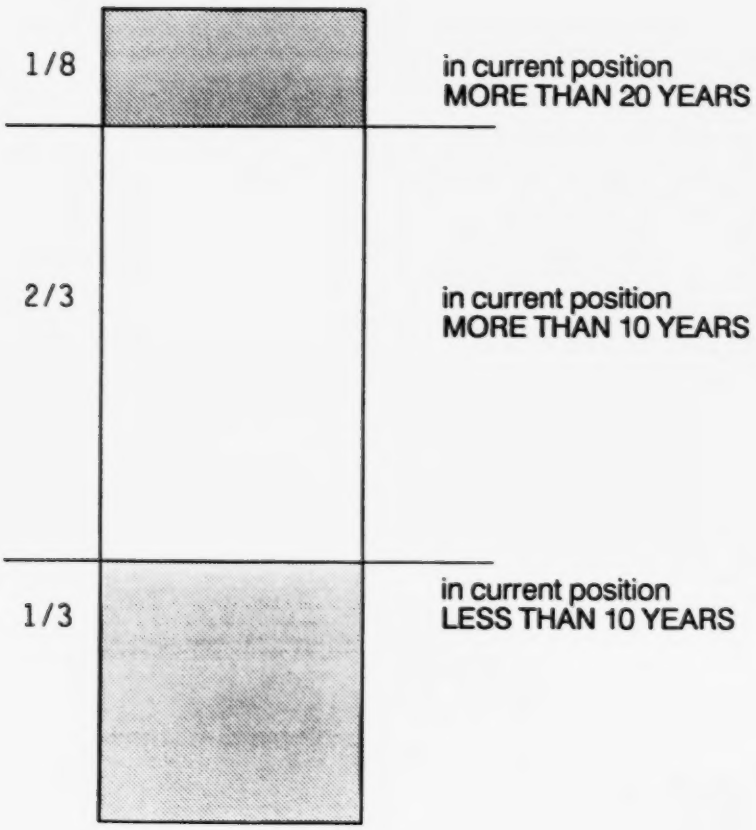


80% over 40 years = a mature professional force

80% under 55 years = the teaching cadre into the 21st century

B.C. COLLEGE and INSTITUTE SYSTEM
approximately 3,000 professional staff

LENGTH OF SERVICE



A COMPREHENSIVE PERSONNEL PROGRAM INCLUDES:

- Clear Position and Role Descriptions
- Recruitment and Selection Procedures
- Placement and Orientation Procedures
- Fair Performance Evaluations
- Performance Remediation Opportunities

../2

A COMPREHENSIVE PERSONNEL PROGRAM

continued:

- Fair Compensation
- Advancement and Promotion Policies
- Rewards for Quality Performance
- Personnel Development Programs
- Fair Termination Procedures

REPORT RECOMMENDATIONS:

- Initiatives must complement, enhance and supplement institutional services.

- Establish a cooperative provincial agency.

- Include representation from the four regions and the four personnel groups.

- Staff with core expertise, plus secondment and advisory groups.

- Provide central office, rent other facilities as required.

CRITERIA FOR ORGANIZATIONAL MODELS

- Stability and Reliability
- Consistent Quality
- Responsiveness, Flexibility
- Accessibility

DESIRED CHARACTERISTICS

- Not controlled by ONE sector
- Representative
- Small Expert Staff
- Field Input
- Use of Secondments

MAJOR TOPICS SELECTED
by GROUP and FREQUENCY

% of group selecting topic	Support Staff	Faculty	Administration
100			
95 - 99			
90 - 94			Management/Leadership/ Supervision
85 - 89	Personal Development	Curriculum/Instruction Evaluation	
80 - 84	Management/Leadership/ Supervision		
75 - 79			Institutional Operations
70 - 74		Personal Development	
65 - 69	Institutional Operations		Personal Development
60 - 64		Management/Leadership/ Supervision	
		Student/Instructional Support	
55 - 59			Governance
			Current Issues
			College Business/Financial Administration
			Curriculum/Instruction Evaluation
50 - 54	Student/Instructional Support		Student/Instructional Support
45 - 49			
40 - 44		Institutional Operations	
35 - 39		Current Issues	
30 - 34			
25 - 29	Curriculum/Instruction Evaluation	Governance	
	Governance		
20 - 24			
15 - 19	College Business/ Financial Administration	College Business/ Financial Administration	
	Current Issues		
10 - 14			
5 - 9			
0 - 4			

DESIRED OUTCOMES
by GROUP and FREQUENCY

% of group selecting topic	Support Staff	Faculty	Administration
95 - 100			
90 - 94	application		
85 - 89			
80 - 84		renewal	application
		application	
75 - 79	renewal		concepts
70 - 74		concepts	renewal
65 - 69	credit		
60 - 64			
55 - 59			
50 - 54	evaluation		
45 - 49	concepts		
40 - 44		evaluation	
35 - 39	sequence	credit	evaluation
30 - 34			
25 - 29	degree	sequence	sequence
		degree	credit
20 - 24	certificate		degree
15 - 19			
10 - 14		certificate	
5 - 9			certificate
1 - 4			
0			

PREFERRED ACCESS
by GROUP and FREQUENCY

C/I = college/institute

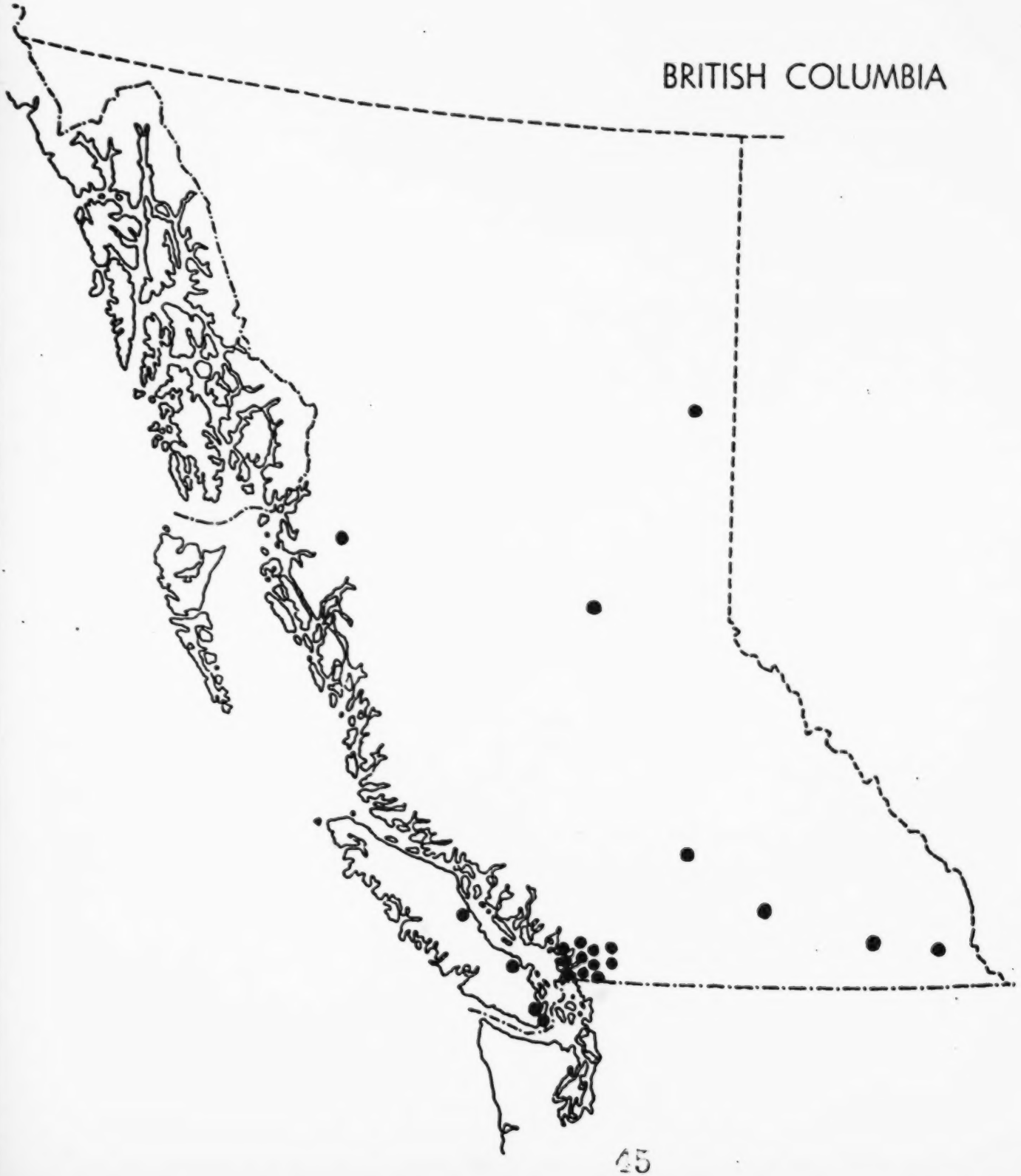
%	Support Staff	Faculty	Administration
100			
95			
90			
80	institution workshop		
75	region workshop	institution workshop	
70			region workshop
60		region workshop C/I exchange	
55	C/I exchange		C/I exchange province workshop
50			package
45	province workshop	province workshop	industry exchange
40	reference package	package industry exchange	
35		reference	CBE
30	CBE	CBE	
25	industry exchange	LRC	reference HRD planning KNOW
20	KNOW HRD planning	HRD planning research KNOW	brokerage
15	LRC	brokerage	LRC
10			research
5	brokerage research		
0			

PREFERRED ORGANIZATIONAL MODEL

	STAFF	FACULTY	ADMINISTRATION
Leave as is	6	3	5
Leave as is + Coordinator	5	4	6
Consortium (no staff)	7	7	7
Consortium + Staff	2	1	1
Agency at a University	11	8.5	11
Agency at a College	4	6	4
Agency at BCAC	3	5	8
Agency at COP	10	10	3
Unique Agency	1	2	2
Combination	9	11	9
Another Alternative	8	8	10

FEASIBILITY STUDY
Invitation for proposals to:

- Determine interest and support for a Human Resources Development Centre.
- Determine role(s) and programs.
- Determine relationship between participants.
- Investigate organizational models.
- Identify other potential clients.
- Determine support for Instructional Development Advisory Committee proposals.

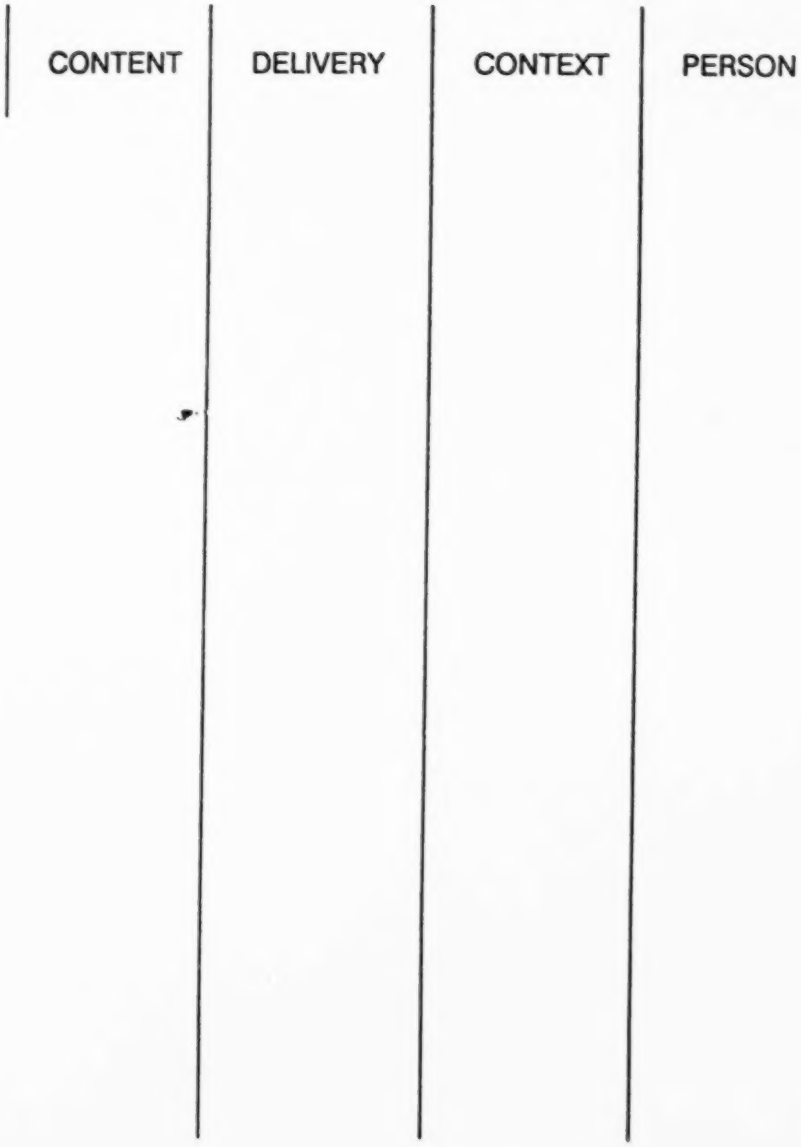

BRITISH COLUMBIA

CANADA
Yukon
Northwest Territories
British Columbia
Alberta
Saskat-chewan
Manitoba
Ontario
Québec
Newfoundland
St. John's
P.E.I.
Charlottetown
Nova Scotia
Halifax
New Brunswick
Fredericton
Québec City
OTTAWA
Toronto
Edmonton
Regina
Winnipeg
Victoria

HUMAN RESOURCE DEVELOPMENT

INCLUDES

INDIVIDUAL	
COLLEGE	
UNION/ PROFESSIONAL ASSOCIATION	
SYSTEM	


CONTENT
DELIVERY
CONTEXT
PERSON

Retraining
Upgrading/renewal
Entry